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STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL ECONOMIC ASSISTANCE: SPECIAL ECONOMIC ASSISTANCE TO INDIVIDUAL COUNTRIES OR REGIONS

Assistance for humanitarian relief and the economic and social rehabilitation of Somalia

Report of the Secretary-General

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I. INTRODUCTION

1. In its resolution 49/21 L of 20 December 1994 on assistance for humanitarian relief and the economic and social rehabilitation of Somalia, the General Assembly, inter alia, noted with concern that the failure of the Somali parties to achieve political reconciliation and to maintain secure conditions in some parts of the country had impeded the full transition from relief operations to reconstruction and development. The Assembly appealed to all the Somali parties concerned to terminate hostilities and to engage in a national reconciliation process that would allow for such transition, and called upon all parties, movements and factions in Somalia to respect fully the security and safety of personnel of the United Nations and its specialized agencies and of non-governmental organizations.

2. The General Assembly called upon the Secretary-General to continue to mobilize international humanitarian, rehabilitation and reconstruction assistance for Somalia, to apprise the Economic and Social Council at its substantive session of 1995 of the progress made in the implementation of the resolution and to report thereon to the Assembly at its fiftieth session. As requested by the Assembly, an oral report was delivered to the Economic and Social Council at its substantive session of 1995 by the Under-Secretary-General for Humanitarian Affairs. The present report has been prepared in response to the above request by the Assembly.

II. RELIEF AND REHABILITATION PROGRAMMES

A. General

3. By the end of 1994, the acute phase of the emergency in Somalia had been overcome. Owing largely to the international relief effort, the health and nutritional status of the population has improved significantly, contrasting dramatically with the situation at the peak of the crisis in 1992 when 3,000 men, women and children were dying daily from starvation. Agricultural and livestock production has increased owing to favourable climatic conditions combined with the effective distribution of food-security inputs. Community-based interventions by the United Nations and its partners have vastly improved the population's access to health, water and education services in the country. A considerable number of refugees and internally displaced persons have returned to their communities to resume a productive life and contribute to the reconstruction of Somalia.

4. In spite of these positive developments, the country is still a long way from being self-sufficient in meeting the basic needs of its population. The devastating civil war scarred virtually every aspect of Somali society, destroying at least 60 per cent of the country's basic infrastructure and causing an estimated 1.5 million people to flee from their home areas to neighbouring countries or elsewhere within Somalia. In view of the tremendous scale of the devastation, the recovery process will require considerable time, an expansion of international efforts and, most importantly, the active support and involvement of the Somali people to enable the agencies to carry out their

activities safely and securely. In addition, the political instability and climate of insecurity that continue to characterize Somalia provide a prime breeding ground for new emergencies, with vulnerable groups being the most at risk, including displaced persons, refugees, women, children and the disabled. The situation underlines the necessity of achieving peace and national reconciliation to ensure that humanitarian gains are not reversed and to enable the country's full recovery.

5. United Nations agencies and their partners require sufficient funding and resources to address adequately the emergency and primary rehabilitation requirements in Somalia. Insufficient financial resources in the first half of 1995 limited the ability of United Nations agencies to provide target populations with adequate food and non-food inputs. Emergency and rehabilitation requirements for Somalia for the first six months of 1995, as reflected in the United Nations consolidated inter-agency appeal of January 1995, amounted to $24.8 million in the food aid sector and $45.4 million in the non-food sector. As of 15 August 1995, contributions for food aid totalled $10.3 million. Contributions for non-food activities amounted to $3.7 million. An estimated additional $6 million was contributed to international non-governmental organizations and other international organizations operational in Somalia in the first half of 1995, outside of the framework of the United Nations appeal.

B. Food security

6. Drought conditions subsided and agricultural production improved considerably in 1994, compared to the period of the 1992/93 emergency. Plentiful rains in 1994 led to two exceptionally good harvests in Somalia. The August 1994 gu (main) season harvest reached 312,000 tons, which represents about 65 per cent of pre-war levels, and the output of the January 1995 der (secondary) harvest totalled 95,000 tons, which exceeded the pre-war average and assisted in improving the general food security situation across the country.

7. However, assessments of the 1995 gu season harvest indicate that crop output in the rainfed areas will be diminished owing to insufficient and scattered rains. While the agricultural output in irrigated areas is expected to be satisfactory, production in rainfed areas is estimated at no more than half of last year's harvest. Barring any further pest infestations or security constraints in agricultural areas, total cereal production in the country is estimated to reach, at best, 80 per cent of last year's harvest. Furthermore, in spite of the overall improvement in the agricultural situation in 1994, the majority of Somalis remain poor and their food security levels are negatively affected by the absence of institutions of governance, widespread unemployment, and limited international recovery and development assistance in the country.

8. Although no major cereal shortage is expected, the anticipated increase in food prices resulting from reduced agricultural production will lower the purchasing power of vulnerable groups in the country. Signs of a deteriorating nutritional status began to emerge in the second half of 1995 in some parts of the country, particularly in the Juba Valley of southern Somalia and in Mogadishu, with an increase in malnutrition rates reported among returnees,

internally displaced persons and other vulnerable groups. The precarious food supply situation in the country is compounded by continuing insecurity and political instability. The major seaports in Somalia, including the port of Mogadishu, are functioning only intermittently, limiting the potential level of commercial food imports to the country. Estimated food aid requirements for 1995/96 amount to 129,500 tons. Pledges and carry-over stocks of the World Food Programme (WFP) stand at 77,500 tons, leaving a shortfall of 52,000 tons.

9. In view of the improved food supply situation in 1994, WFP continued to shift the focus of its assistance from relief to rehabilitation schemes. Over 4 million people in Somalia benefited from this assistance through the implementation of about 10,000 projects. The programme consists primarily of food-for-work schemes, which WFP implements through an integrated multi-sectoral approach in the areas of health, education, agriculture, water, infrastructure rehabilitation, income generation, women's development, demobilization and resettlement. WFP reduced the amount of food aid allocated for relief distribution to approximately 10 per cent of its assistance programme by the end of 1994, and it has remained at that level in 1995. With the departure of the United Nations Operation in Somalia (UNOSOM) and some international non-governmental organizations, WFP has become increasingly reliant on national non-governmental organizations, regional administrations and local community structures, which comprised about 90 per cent of its implementing partners by the end of 1994. In total, WFP provided some 66,000 tons of mixed food commodities in 1994 through its eight field offices.

10. In 1994/95, WFP also contributed significantly to Somalia's rehabilitation process through its food monetization programme. Over $5 million was generated in Somalia through the sale of nearly 7,000 tons of high-value food commodities not produced in the country. These funds were utilized to provide non-food inputs to 240 rehabilitation projects, creating about 4,000 jobs and strengthening general food security in the country.

11. In January 1995, WFP established a Food Security Assessment Unit, supported by the United States Agency for International Development and the European Union, to monitor weather conditions, food production, market prices, consumption and food availability trends, as well as the nutritional and health status of populations throughout Somalia. In close collaboration with other United Nations agencies and non-governmental organizations, the Food Security Assessment Unit collects, analyses and disseminates data and information required for estimating immediate and future food requirements and for operationalizing a comprehensive early warning system in Somalia. In the event of natural disasters, WFP provides immediate food assistance to affected populations. Nearly 50,000 people affected by severe flooding in parts of the country in November 1994 were provided with emergency food rations. WFP also provides regular support to other vulnerable groups, including 14,000 orphans and 1,200 disabled persons.

C. Agriculture and fisheries

12. As more and more people have returned to their farms, the agricultural sector has shown encouraging signs of recovery. At the same time, the

resumption of farming activities by returnees has increased the need for agricultural rehabilitation efforts in the country. During the civil war, agricultural machinery was looted, and bore-holes, wells and nurseries were destroyed. To contribute to the process of agricultural rehabilitation, the Food and Agriculture Organization of the United Nations (FAO) has distributed seeds and basic agricultural tools to tens of thousands of destitute farmers and returnees, in collaboration with partner non-governmental organizations and local authorities. About 6,000 farmers are receiving assistance through WFP-supported food-for-work schemes for the rehabilitation of wells, water catchments and irrigation canals. In preparation for the 1994 gu season, WFP provided pre-harvest food support to over 8,000 farming families in the bay region. In October 1994, WFP began a local grain procurement programme to support Somali farming communities and stimulate local grain markets. Some 11,000 tons of locally produced cereals had been purchased by June 1995. An animal traction project in the north-east, executed by FAO, has benefitted 800 farming families by increasing their crop production and relieving the workload of children previously engaged in ploughing. FAO continues its plant-protection activities by surveying and combating locust and pest infestations throughout the country. The plant protection campaign includes a component to train national personnel in pest control measures.

13. FAO also vaccinated livestock, rehabilitated slaughterhouses and trained nomads in basic veterinary skills in 1994/95. Support was extended to village-level associations to reactivate veterinary clinics, which have helped to reduce the incidence of disease and mortality rates among livestock. FAO has provided assistance in animal certification procedures, which has made possible the resumption of livestock exports from Somalia. In coastal areas, WFP has supported the establishment or expansion of several fishing cooperatives. However, implementation of an FAO and United Nations Development Programme (UNDP) fisheries development project in the Merka-Adale area near Mogadishu has been suspended owing to continuing insecurity in the area.

14. In March 1994, the International Fund for Agricultural Development (IFAD) commenced implementation of the 32-month Beyond Relief Programme designed to assist in restoring the agricultural and livestock production capacity of rural populations in the areas of Baidoa, Wajid and the Middle and Lower Shabelle districts of Somalia. The main activities executed by the Beyond Relief Programme were contracting local blacksmiths to produce 50,000 harvesting knives and distributing these to rural communities in Baidoa and Wanle Weyne. In addition, an emergency Quelea-bird eradication programme was implemented and proved to be highly successful, resulting in a satisfactory sorghum harvest.

D. Health

15. By the end of 1994, most of the standard indicators of the health and nutritional status of the population showed considerable stability. In spite of this overall improvement, the health status of a large segment of the population in Somalia remains precarious owing to a number of factors, including restricted access to food on the market, poor access to health care services and the heavy workload of many women. Diarrhoeal diseases, malaria and pneumonia are among the leading causes of childhood morbidity in the country. To improve health

conditions in the country, United Nations agencies and their partners in 1994 strengthened their interventions in the health and nutrition sector. The United Nations Children's Fund (UNICEF), in collaboration with the World Health Organization (WHO) and non-governmental organizations, continues to support health-care facilities, expanding its coverage to include 129 maternity health-care centres, 93 out-patient dispensaries, 391 health posts and 24 hospitals. Some 790 community health workers, traditional birth attendants, nurses, auxiliaries, trauma counsellors and vaccinators have been trained since September 1994.

16. UNICEF continues to provide supplementary feeding to an average of 22,000 malnourished children, pregnant women and lactating mothers every month, targeting those areas of the country where malnutrition persists. An average of 20,500 children a month receive vitamin A supplements to assist with disease prevention. More than 1,500 tons of Super Unimix was distributed to 34 UNICEF-supported feeding centres in central and southern Somalia. Nutrition surveys, conducted regularly by UNICEF and several international non-governmental organizations, serve to ensure a rapid response in areas affected by malnutrition, particularly among vulnerable groups such as displaced persons and returnees, as well as drought- or conflict-affected populations.

17. An outbreak of cholera that began in parts of Somalia in February 1994 declined in the last months of 1994. However, cholera resurfaced at Kismayo and Mogadishu in February 1995, indicating a seasonal cycle of the epidemic. Concerted action by WHO, UNICEF, WFP, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and partner organizations, including Somali non-governmental organizations, succeeded in rapidly containing the renewed cholera outbreak in 1995. WHO provided over 54 tons of treatment drugs and other supplies, and consolidated the information to monitor the cholera situation throughout the country. UNICEF, in collaboration with its partners, established isolation and treatment centres, chlorinated water sources, provided oral rehydration salts and other supplies and carried out intensive health education and social mobilization campaigns in affected areas. Educational materials on cholera prevention, designed and produced by UNESCO, were used in the anti-cholera campaign. WFP food incentive schemes also contributed to the anti-cholera activities. Médecins sans frontières (Belgium) operated a cholera treatment centre at Kismayo and assisted in monitoring the outbreak. By June 1995, the situation had been brought under control, and water samples collected from wells continued to test negative for cholera. A total of 10,496 cholera cases were identified in the country during the first half of 1995, and 197 deaths were reported, representing a case fatality rate of 1.88 per cent. These figures indicate an improvement over the 1994 cholera outbreak, when a total of 28,334 cases were reported and 1,206 deaths recorded, representing a case fatality rate of 4.26 per cent. To ensure preparedness for responding to any renewed outbreak of the disease, there is an urgent need to replenish the country's cholera prevention and treatment supplies.

18. WHO continued to expand its support to tuberculosis treatment programmes in various parts of the country. Some 4,000 tuberculosis patients completed therapy during 1994, and a total of approximately 10,000 cases were expected to be treated in 1995. WHO assistance to blood bank services has improved the safety of blood transfusion in parts of the country. The multisectoral

community-based WHO Basic Minimum Needs programme, which has resumed in Somalia and is expanding at the rate of one village per month, has positively impacted the quality of life of populations in the target areas. To combat malaria, a major health problem in rural and coastal areas, WHO has continued to distribute anti-malarial drugs and to develop malaria control strategies with local authorities. WHO is also working with Somali researchers on the development of chemotherapy protocols for malaria treatment in the country. An NGO-operated leprosy treatment centre benefiting 300 patients is receiving technical advice, drug supplies and laboratory support from WHO.

19. To guard against a recurrence of the 1992 tragedy in which tens of thousands of children died from measles in Somalia, UNICEF has vaccinated a cumulative total of 900,000 children against the disease. Between September 1994 and July 1995, over 95,000 children were immunized against measles, 125,000 against tuberculosis and another 143,000 against four other preventable diseases. In addition, over 106,000 women of child-bearing age were vaccinated against tetanus. To improve immunization levels in urban areas, UNICEF, WHO and partner non-governmental organizations are expanding outreach activities from health posts and maternity health-care centres. A reproductive health programme, implemented by WHO in collaboration with UNICEF, the United Nations Population Fund (UNFPA) and several non-governmental organizations, was initiated in March 1995 in response to high levels of maternal morbidity and mortality associated with nutritional deficiencies, complications during birth and limited access to pre- and post-natal care in Somalia. WHO continued to provide essential drugs to 56 local non-governmental organizations and 12 international non-governmental organizations from its Somalia Central Pharmacy at Mogadishu and satellite warehouses in many parts of the country. UNICEF supplied drugs, vaccines and medical equipment to health facilities and distributed basic and renewable drug kits to all maternity health care centres and most out-patient dispensaries and health posts in the country. Between January and June 1995, the International Committee of the Red Cross (ICRC) provided over 66 tons of medical supplies to hospitals and health posts throughout the country.

20. The re-establishment of laboratory services and surgical capabilities has been supported through the provision of technical assistance, reagents and training activities. Since September 1994, 33 Somali professionals have benefited from hands-on laboratory training under WHO supervision, and 4 hospital laboratories have been provided with equipment and supplies. WHO, UNICEF and international non-governmental organizations are planning to strengthen the disease surveillance system in Somalia. WHO technical guidelines and other health education literature in the Somali language are being printed and distributed in collaboration with UNESCO. United Nations agencies, non-governmental organizations and Somali health professionals are cooperating in the design of a joint health and nutrition strategy with a view to improving standardization, coordination, planning and sustainability in the health sector in Somalia.

21. WFP continues to support the health sector in the country through its various food-for-work and food incentive schemes. On a monthly basis, 7,000 health-care workers in nearly 100 hospitals, clinics, leprosy camps, health posts and maternity health-care centres receive WFP food-for-work allowances.

Approximately 8,000 in-patients a month, as well as malnourished children and pregnant and lactating women, benefit from special feeding programmes. WFP also provides food incentives to instructors and participants in community health worker training courses.

E. Water and sanitation

22. The prevalence of unsafe drinking water and poor sanitation and hygiene practices continues to affect the health and nutritional status of people throughout Somalia. A large segment of the population lacks adequate water and sanitation facilities, owing to massive displacement and destruction of infrastructure during the civil war. To address the problem, United Nations agencies and their partners have been undertaking efforts to improve the population's access to safe drinking water, thus reducing exposure to water-borne diseases. Over the past year, UNICEF rehabilitated 145 open wells, of which 50 were fitted with handpumps. At Boroma, two boreholes and a water storage tank were rehabilitated and reconnected to the town's water supply system. In addition, some 120 latrines were constructed to improve sanitation conditions in schools throughout the country. By the end of 1995, UNICEF expects to rehabilitate an additional 100 open wells and 100 small urban water systems, as well as complete the rehabilitation of the major water supply system at Baidoa.

23. In many villages, WFP supports the rehabilitation and maintenance of water systems through food-for-work schemes for technicians and support staff. The building of protective fences to combat the contamination of water sources is also supported. FAO, in collaboration with UNDP, is assessing the pesticide residue level in water from drinking wells along the Hargeisa river, which is suspected of having been polluted by pesticides when a major warehouse containing pesticides was damaged in the town during the civil war. UNDP continued to support the rehabilitation and operation of the Mogadishu water supply system, which provides water to about half of the city's population. In June 1995, however, the supply of water from the station came to a halt because of lack of fuel to operate the station's main generators. In addition, funds for the project are exhausted and UNDP is seeking urgent contributions to continue its assistance. UNICEF expanded its training activities in the water and sanitation sector. A total of 800 mechanics received on-the-job training in handpump maintenance, and personnel from 30 non-governmental organizations were trained in pump installation. In addition, UNICEF trained 55 people to repair water systems, and a total of 175 people were trained in social mobilization for improved water and sanitation practices.

F. Education

24. To assist in the revitalization of the education sector and to restore a level of stability to the lives of school-aged children in Somalia, United Nations agencies continued efforts to improve access to basic education. UNICEF and its partners supported the rehabilitation of 44 schools and distributed 1,865 education kits to a total of 585 primary and Koranic schools throughout the country. UNESCO, in collaboration with its partners, has so far produced

one million primary-level textbooks. Twenty-four titles and their corresponding teacher guides have been introduced to schools. About 15,000 teachers and support staff receive monthly food baskets from WFP in exchange for their services in over 500 schools, and about 80,000 students are provided with daily meals or high-protein snacks to boost their nutritional levels and encourage attendance. WFP also supports the rehabilitation of school buildings through its food-for-work and monetization schemes.

25. UNESCO continues to support the rehabilitation of the education sector through its education development centres at Mogadishu, Baidoa and Hargeisa, its emergency action response centres at Garbaharey and Hoddur, and a regional programme centre at Nairobi. A total of 87 teacher-training workshops have been conducted by UNESCO in 12 regions of the country, as well as in Somali refugee camps in Djibouti, Kenya, Ethiopia and Yemen. Teacher-training guides developed by UNESCO have been utilized in collaboration with UNICEF to provide refresher training courses to 744 primary and Koranic schoolteachers and 60 headmasters. In addition, 4,000 copies of "Child Care in Islam" were printed by UNICEF and distributed to schools in the north-east, and another 12,000 copies are under print for distribution in other areas of the country.

26. As part of UNESCO's Somalia Open Learning Unit, practising but untrained teachers are receiving in-service training in pedagogic and administrative subjects, leading to a diploma. An emergency education package developed by UNESCO has been distributed in rural areas and in camps for internally displaced persons to provide the basic materials required to enable effective learning to take place in situations where school buildings do not exist or are in disrepair. In a joint UNICEF and UNESCO programme, over 90 trainers, inspectors and administrators received training, with the goal of ensuring that educational officers capable of exercising training, supervisory and inspectorate functions are present in each region of the country. Some 86 teachers were trained in the provision of psycho-social support to war-traumatized children as part of a UNICEF pilot project in Baidoa. WFP continues to support teacher-training programmes through the provision of food incentives for participants and instructors.

27. UNICEF continues to promote the introduction of a primary education curriculum in community-based Koranic schools in order to expand access to basic education in the country. UNICEF also increased its efforts to raise the community's awareness of the importance of educating young girls through the organization of workshops and the distribution of 18,000 posters throughout the country. UNESCO continued to support the establishment of regional boards of education in several areas, and UNICEF assisted in the formation of school committees in 115 communities to improve the management and sustainability of local education systems in the absence of central authority. In addition, in 1994 UNESCO launched a comprehensive adult literacy programme in Somalia. The United Nations Development Office for Somalia, a UNDP project, in collaboration with UNESCO is conducting surveys and undertaking data collection on the education sector in all regions of the country.

G. Refugees

28. Although some refugee camps in Kenya were closed as a result of the large number of Somalis who were repatriated, approximately 157,000 Somali refugees are still registered in camps in Kenya. Another 300,000 Somali refugees were registered in camps in Ethiopia, Djibouti and Eritrea as of June 1995. In addition, the outbreak of fighting in north-west Somalia since November 1994 has caused a renewed exodus of people from the country. The Office of the United Nations High Commissioner for Refugees (UNHCR) and its partners continue to implement voluntary repatriation programmes, prepare the ground in Somalia for returning refugees and assist local communities to meet the needs of the returnees and the communities themselves.

29. Over 500 quick impact projects have been designed to facilitate the rehabilitation of essential infrastructure that was destroyed or damaged during the civil war. Under this programme, public and agricultural infrastructure, schools and veterinary services are being rehabilitated, thus contributing to the reintegration of returning populations and improving the absorptive capacity of recipient communities. From Kenya, over 60,000 refugees were voluntarily repatriated from camps to the Gedo region. Voluntary repatriation from the Kenyan coastal camps began in December 1994, and over 12,000 Somalis returned to the Kismayo area of Lower Juba over a 10-week period. WFP continued to facilitate the return of refugees through community reintegration projects and farm rehabilitation schemes. Seeds and agricultural tools were distributed to needy returnees and residents of the recipient communities. In March 1995, ICRC provided mosquito nets, seeds, fishing materials and other non-food items to over 30,000 returnee and resident families in the Juba Valley. With crop failure resulting in a deterioration of the nutritional status of returnees in the Marere area of Lower Juba, ICRC began an emergency food aid programme benefiting over 1,000 families and established a feeding centre for malnourished children in April 1995. UNHCR and its partners will continue efforts to enhance coordination for repatriation and returnee programmes and to ensure the stability of returning populations and recipient communities.

H. Internally displaced persons

30. The presence of a large number of internally displaced persons, who are among the most vulnerable groups in the country, continues to be a major concern for United Nations agencies and their partners. In addition to the substantial hardships faced by displaced persons owing to lack of food, inadequate health services and security problems, the large population of internally displaced persons presents serious obstacles to rehabilitation and reconstruction efforts in the country and brings significant pressure to bear on already highly stressed towns and cities where the displaced are concentrated. A survey is being conducted by the International Organization for Migration (IOM) at Mogadishu. The survey has identified a total of 96 camps for internally displaced persons in the city and suggests a total population of some 70,000 internally displaced persons in Mogadishu. There are an estimated 300,000 to 400,000 internally displaced persons country-wide.

31. Assistance has been extended to internally displaced persons in the form of food and non-food humanitarian relief as well as resettlement and reintegration support. Between September and December 1994, 25 resettlement operations were carried out, assisted by UNOSOM, United Nations agencies and non-governmental organizations, in which a total of 14,211 internally displaced persons were returned to their villages of origin in 12 regions of the country. The returnees received resettlement kits from UNICEF, in-transit and interim food rations from WFP, and seeds and tools from FAO. WFP also provided substantial support for community reintegration projects in areas of resettlement which benefited over 7,000 returnee families from Mogadishu alone. During the phase-out of UNOSOM, responsibility for the general coordination of return-to-home programmes for internally displaced persons was shifted to IOM. In mid-December 1994, a further 1,680 internally displaced persons were returned to the Bakool region, with substantial logistical and other support provided by national non-governmental organizations as well as elders from within the communities of the internally displaced persons. All return-to-home programmes for internally displaced persons have been suspended since March 1995 because of financial constraints and insufficient donor response to resettlement appeals. IOM is planning a return and reintegration programme for internally displaced persons presently in Mogadishu, but implementation of the programme will require additional support from the international community.

32. UNICEF, in cooperation with other United Nations agencies and partner non-governmental organizations established emergency health posts in villages around Hargeisa and at Kismayo to provide medical treatment to displaced persons and returnees, as well as potable water and oral rehydration salts. UNICEF also provided tools, latrines and other water and sanitation assistance to displaced persons in coastal communities affected by cyclones and flooding in late 1994. WFP has initiated a number of income-generation projects benefiting displaced families living in camps around Mogadishu. The second phase of the IOM survey in Mogadishu camps involves collecting information on the health and educational status of the internally displaced persons. IOM also intends to conduct surveys of the camps, as well as return and reintegration operations in other areas of the country. Between January and June 1995, ICRC provided non-food relief items to over 35,000 displaced families in Mogadishu, Galcayo and the north-west. IOM, in collaboration with United Nations agencies and non-governmental organizations, is monitoring the reintegration efforts of returnees in areas of resettlement. Some 185,000 people have been displaced since November 1994 as a result of renewed conflict in the north-west, and WFP has provided emergency food rations to a portion of this conflict-affected population.

I. De-mining and demobilization

33. An essential component for the full recovery and reconstruction of Somalia is an effective process of de-mining and demobilization of combatants. Towards this end, United Nations agencies and their partners are pursuing initiatives aimed at supporting this process and contributing to a climate of peace and security in the country. Some 2,000 former combatants are assisted per month in WFP-supported farm rehabilitation projects as well as vocational training programmes that enable ex-militia to acquire income-earning skills. UNESCO and UNHCR continue implementation of a mine awareness programme covering 36 towns

and villages in the north-west. The mine awareness package developed by UNESCO for Somalia contains cloth charts, leaflets and other mine-warning educational materials, including a low-cost video. As part of its education-for-peace strategy, UNESCO commissioned a play promoting demobilization and disarmament, which has so far been staged in 15 district headquarters in four regions, for a cumulative total audience of 69,200 people. The play is also being distributed in the form of video and audio tapes. UNDP is formulating a project that will support the socio-economic reintegration of demobilized militia and other war-affected populations in Somalia. The project's participatory community-based approach will encourage the process of voluntary demobilization and sustainable reintegration of ex-militia through the creation of viable economic alternatives.

III. RECONSTRUCTION STRATEGIES AND EFFORTS

34. While recognizing that the humanitarian situation in Somalia remains fragile, United Nations agencies are committed to undertake efforts to begin the process of rehabilitation and reconstruction even before the achievement of national reconciliation, without prejudice to the provision of emergency relief assistance wherever and whenever required. One year after the adoption of the Declaration of the Fourth Coordination Meeting on Humanitarian Assistance for Somalia, held at Addis Ababa from 29 November to 1 December 1993, which defined the conditions for aid activities in Somalia, donors and other international partners reviewed the criteria for continuing their rehabilitation and development assistance to the country. That review resulted in the adoption by the Somalia Aid Coordination Body (SACB) on 17 February 1995 of a Code of Conduct for International Rehabilitation and Development Assistance to Somalia. SACB comprises donors, United Nations agencies and international organizations, including international non-governmental organizations.

35. The Code of Conduct reaffirmed the willingness of donors, United Nations agencies and international non-governmental organizations to consider rehabilitation and development assistance in areas where a number of conditions are fulfilled, and stressed the necessity of moving towards the establishment of a more stable environment which will permit Somali and international organizations to operate in safety and security, and at a lower operational cost. Such an environment will ensure that resources can be used to maximum effect to promote the welfare of the Somali people, especially the most vulnerable groups. In the Code of Conduct, the collective membership of SACB also agreed that international assistance to Somalia is founded on the basic principle that responsibility for its effective execution shall remain with the Somali people and that responsible Somali authorities are therefore expected to assume their proper role to ensure that conditions exist for the effective implementation of aid activities.

36. The Code of Conduct outlines a set of principles that define the circumstances required for the successful and sustainable implementation of rehabilitation and development assistance. For their part, the responsible Somali authorities must guarantee that secure conditions prevail for aid agencies and their staff and that they will pursue and bring to justice the perpetrators of criminal acts. The responsible Somali authorities must also

provide the necessary conditions for the implementation of rehabilitation and development activities by providing office and residential premises to agencies (where available), as well as by allowing agencies to decide how to meet their own transport and local staffing needs.

37. The Code of Conduct further calls on responsible Somali authorities to exempt all aid personnel and aid-related cargo from duties, taxes and other forms of levy and to publish a scale of reasonable tariffs for the payment of services rendered at the demand of an agency for the clearance of aid cargo at ports and airports. In return, international aid agencies working with the Somali people will maintain impartiality in the conduct of their activities, develop a coordinated approach to programme implementation and pay due regard to local social customs and cultural and religious values. SACB is closely monitoring the implementation of the Code of Conduct with a view to advising donors and international partners to take appropriate action whenever deemed necessary, including suspension of activities.

38. To pursue rehabilitation in the absence of a central government, the United Nations strategy in Somalia focuses on the implementation of community-based interventions aimed at rebuilding local infrastructures and increasing the self-reliance of the local population. Implementation of the UNDP-funded Somalia Rural Rehabilitation Programme continues, with area offices established at Boroma, Burao, Bossaso and Baidoa and sub-offices at Gabiley and Hargeisa. The Programme strives to revitalize local economies and build the capacity of communities through the introduction of a multisectoral package of sustainable rehabilitation projects in which community members participate fully at all stages of planning and implementation. The Programme has had considerable positive impact on the daily lives of people in the target communities through the rehabilitation of public buildings, schools, community centres, water supplies and health centres. This has led to a boost of community confidence manifested in a return of refugees and a higher level of private investment. Implementation of a similar project, executed by the United Nations Volunteers, for the integrated agricultural and area development of the Juba Valley started in December 1994.

39. To complement these rural-based efforts, UNDP and the International Labour Organization (ILO) are cooperating in the formulation of a programme to support income-generation and training activities at Baidoa, Bossaso and Kismayo. The programme will address the problems of poverty and unemployment among specific sections of the urban population, including women, youth, internally displaced persons and the disabled. As soon as security conditions permit, UNDP and the United Nations Centre for Human Settlements (Habitat) are planning to begin implementation of an urban settlement and management programme at Hargeisa, to provide assistance in shelter reconstruction, low-cost housing and capacity-building for municipal authorities.

40. UNDP, in collaboration with the United Nations Conference on Trade and Development (UNCTAD), continues to provide management support to Somalia's main ports. While project activities at the port of Mogadishu have been suspended for security reasons since the withdrawal of UNOSOM, support to the ports of Kismayo, Berbera and Bossaso has expanded. Assistance activities include the provision of equipment, training of port management personnel and support in

establishing recognized port authorities that meet international standards. Similarly, UNDP and the International Civil Aviation Organization (ICAO) continued efforts to re-establish acceptable standards for safe civil aviation in the country. Since the cessation of operations at Mogadishu airport in early 1995, assistance has been extended to upgrade other airports in the country and to establish sustainable revenue-generating airport systems in collaboration with local authorities.

41. The United Nations Development Office for Somalia, a UNDP project, continues its efforts to establish the necessary institutional capacity on which to base a future national planning and economic management mechanism. Towards this end, the Office is conducting socio-economic surveys and collecting additional information for the purpose of creating databases that will assist in the planning and coordination of rehabilitation and development activities in the country. The Office, in collaboration with several non-governmental organizations, is also undertaking a series of studies on local administrative structures in Somalia with a view to assisting local bodies to develop responsive, equitable and efficient systems of governance. The Office continues to provide secretariat support for SACB and its Standing Committee.

42. In preparation for the Fourth World Conference on Women at Beijing, UNDP assisted Somali women to prepare a country paper for presentation at the Conference in September 1995. UNDP also organized and coordinated the participation of Somali women at the Conference and supported several preparatory workshops held at different locations in Somalia, which made the selection of participants possible and identified priority issues for presentation at Beijing. The preparatory workshops also led to the creation of an umbrella non-governmental organization called the Somali Women's Organization for National Development. A symposium on the culture of peace in Somalia was organized by UNESCO at Sana'a, Yemen, in April 1995, in which 70 Somali intellectuals from within and outside Somalia took part.

IV. COORDINATION ARRANGEMENTS

43. As described in preceding sections of this report, continued political instability and the absence of central authority in Somalia have increased the importance of close coordination and cooperation among United Nations agencies and their partners. The withdrawal of UNOSOM in March 1995 marked the end of a number of coordination, logistical and other support services previously available to relief and rehabilitation organizations in the country. In the months prior to the final departure of UNOSOM, United Nations agencies and organizations recognized the need for establishing effective coordination mechanisms for the post-UNOSOM transition period. Towards this end, the United Nations Coordination Team was established in October 1994, composed of senior representatives of United Nations agencies and organizations operational in Somalia.

44. The United Nations Coordination Team is chaired by the UNDP Resident Representative for Somalia, who also serves as the United Nations Resident Coordinator and Humanitarian Coordinator for the country. The establishment of the United Nations Coordination Team as the United Nations inter-agency

coordination mechanism for Somalia was endorsed by the Inter-Agency Standing Committee on Somalia (IASC) in November 1994. In a letter to the Secretary-General dated 7 December 1994, 1/ the President of the Security Council, on behalf of the members of the Council, took note of the IASC statement and welcomed the commitment of the agencies to continue emergency and rehabilitation activities in post-UNOSOM Somalia. The United Nations Coordination Team provides a weekly forum for information exchange and decision-making on the programmes of United Nations agencies, and provides guidance on achieving greater coherence in policies and approaches in order to maximize efficiency in the implementation of agency mandates. The United Nations Coordination Team also cooperates with both international and national consortia of non-governmental organizations and works in close collaboration with SACB. The United Nations Coordination Unit, administered by UNDP, was created to serve as a small technical secretariat to the Team, as well as to contribute to policy harmonization and to develop systems for information management and the provision of common services to operational agencies, including an inter-agency security system.

45. In order further to strengthen inter-agency cooperation, specialized sectoral analysis and coordination of activities among United Nations agencies and the community of non-governmental organizations are being carried out under the leadership of the organization with the most relevant mandate and experience in the specific sector. In the health sector, UNICEF has organized coordination forums involving non-governmental organizations, United Nations agencies and donors, aimed at formulating common health strategies and an agreed work plan incorporating the views of all health agencies. Similar efforts are being undertaken for the education sector under the lead of UNESCO. The Food Security Assessment Unit established by WFP collaborates closely with other United Nations agencies and their partner organizations to monitor the agricultural situation and provide comprehensive early-warning information for Somalia. IOM provides the multisectoral coordination necessary for return and reintegration efforts relating to internally displaced persons. The United Nations Development Office for Somalia is laying the institutional foundations to facilitate the coordination of longer-term rehabilitation and development activities in the country.

46. Coordination of technical support services, including security, medical evacuation, communications and logistics, is being pursued with a view to improving the cost-effectiveness of operations through the pooling of United Nations agency resources. In the area of air transport, a total of three light aircraft operated by UNICEF, UNDP and WFP, with additional aircraft under the aegis of the European Community Humanitarian Office, are available to transport the personnel and cargo of United Nations agencies, non-governmental organizations and donors to and from Somalia, and a system is in place to coordinate the flight schedules of these aircraft.

V. IMPACT OF SECURITY PROBLEMS

47. The withdrawal of United Nations military contingents from Somalia in the first months of 1995 necessitated the temporary evacuation of international personnel for security reasons. However, a return to widespread anarchy and

disorder following the departure of UNOSOM did not materialize in the size and scope predicted. As a result, international agency personnel were able to return to most areas of the country within weeks after the final departure of United Nations troops. In general, the security situation in most parts of the country has remained stable enough to allow the continuation of relief and rehabilitation activities, and United Nations assistance programmes are being carried out in 15 of the country's 18 regions, with a total of about 40 United Nations international personnel posted in different locations at any one time.

48. In spite of the relative stability, inter-clan conflict, violence and banditry are unfortunately regular occurrences in some areas of the country, disrupting relief and recovery efforts and endangering the safety of civilians as well as humanitarian personnel in those areas. Over the past year, several national relief workers have been killed in Somalia, and kidnappings, armed attacks, threats and the looting of vehicles and equipment have persisted, affecting both national and international personnel. As a result, United Nations agencies and international non-governmental organizations have been forced temporarily to suspend or withdraw operations in several locations. Conflict in north-west Somalia forced United Nations international staff to relocate from Hargeisa in November 1994 for a five-month period, and from Burao in March 1995. United Nations operations at Bossaso, Baidoa and Kismayo were temporarily suspended pending the satisfactory resolution of security threats. The offices of United Nations agencies at Bardera, Belet Weyn and Galcayo remained closed over most of the past year owing to security concerns.

49. In Mogadishu, the political and security situation since the UNOSOM withdrawal has not stabilized sufficiently to allow the return of United Nations international staff on a permanent basis. Based on the findings of a security assessment mission to the city in April 1995, the United Nations Security Coordinator decided to allow the return of a limited number of essential and emergency-related international staff to Mogadishu on the condition that the personnel remain for a period not to exceed three days per week. Since then, the security situation in Mogadishu has deteriorated, with increased incidents of banditry and lawlessness perpetrated by armed groups on the streets of the city. The tense atmosphere in Mogadishu is compounded by widespread unemployment and by the political developments of June 1995. In view of the situation, United Nations agencies maintain the operation of their programmes in the city through their national officers. While some international non-governmental organizations continue to operate in Mogadishu, the presence of expatriate staff is minimal.

50. In March 1995, the main political factions in Mogadishu formed a joint committee to take over the operation and management of the seaport and the main international airport in the city. The airport has, however, remained closed since the UNOSOM withdrawal. The seaport has remained operational under the supervision of the joint committee, but inter-factional clashes and labour disputes have resulted in frequent cessations of port operations. The first United Nations vessel to arrive in Mogadishu since UNOSOM left the city, a UNICEF-chartered ship, docked at the port in late April 1995 and was able to unload its medical and educational supplies safely. The continued closure of the airport and the uncertain future of seaport operations severely affects the ability of the United Nations and its partners to deliver relief and

rehabilitation supplies to the city, which in turn impacts operations throughout Somalia, particularly for the south-central regions. As a result, creative and alternate means of transporting commodities to Somalia are required.

51. In the face of political instability and insecurity, United Nations agencies in the post-UNOSOM period have adopted common strategies for protecting the safety and security of personnel and property in the country. These strategies include maintaining a constant dialogue with local authorities, seeking acceptance of the Code of Conduct for International Rehabilitation and Development Assistance to Somalia and other guarantees of security from community leaders in areas of operation and taking collective action when confronted with security threats. For example, as a result of threats made to personnel of one United Nations agency at Bossaso in April 1995, the offices of all United Nations agencies in the town were closed. This concerted action by the United Nations agencies had the effect of convincing community leaders to take measures to ensure the protection of United Nations personnel, and the offices were re-opened three weeks later.

52. As part of efforts to coordinate technical support services, a common security network has been developed, utilizing the shared resources of United Nations agencies, under the direction of the United Nations Coordination Team. The inter-agency security plan includes the posting of security officers of the United Nations Coordination Team to cover all areas where Nations agencies are operational, the regular monitoring and assessment of the security situation throughout Somalia and the establishment of adequate evacuation and preparedness plans in cases of emergency. While these security measures are undertaken to enable the provision of assistance to affected populations, United Nations agencies will only operate in areas where reasonable assurances of security can be obtained. In this regard, the responsibility for ensuring the safety and security of staff members and property of the humanitarian organizations rests primarily with the Somali people.

VI. ASSISTANCE PROVIDED BY MEMBER STATES

53. In addition to the activities described above, several Member States have provided information on assistance to Somalia in compliance with General Assembly resolution 49/21 L.

Finland

54. As of June 1995, the Government of Finland had contributed Fmk 1,000,000 in assistance to Somalia under the auspices of ICRC. Finland is processing a contribution to Somalia via UNHCR.

Germany

55. From 1992 through 1994, humanitarian assistance to Somalia provided by the Government of Germany totalled DM 137,256,376. Of this amount, DM 53,833,800 constitutes Germany's portion of the assistance rendered by the European Union. A contribution under the current United Nations inter-agency consolidated appeal is under consideration.

Ireland

56. In 1994, the Government of Ireland contributed, through the Irish Battalion of UNOSOM, a total of £Ir 37,895.82 in humanitarian assistance to Somalia. Of this amount £Ir 27,895.82 went to the humanitarian relief programme in Baidoa, while £Ir 10,000 went towards emergency assistance for relief operations in Baidoa. In 1995, a donation of £Ir 272,591 was made to the Irish non-governmental organization Trocaire for rehabilitation assistance in the health and education sectors.

57. In fiscal year 1994, the Government of Japan provided US$ 2 million for assistance to Somali refugees in Kenya, US$ 200,000 for assistance to Somali refugees in Djibouti, and US$ 1.5 million for the repatriation of Somali refugees in Kenya and under the cross border operation. All of these contributions were made to UNHCR. The Government of Japan also provided a total of US$ 11,320,000 to WFP towards assistance for African refugees affected by the conflicts in Somalia, Liberia and the Sudan.

Luxembourg

58. In 1993, the Government of Luxembourg provided US$ 57,877 for emergency and humanitarian assistance to Somalia.

Yemen

59. Despite its economic difficulties, Yemen is currently sheltering more than 60,000 Somali refugees in its cities and is doing so in cooperation with UNHCR. Yemen, in cooperation with UNESCO, hosted a seminar from 17 to 20 April 1995 entitled "A culture of peace in Somalia". It was attended by 70 Somali intellectuals representing various regions and political trends. At the seminar, an appeal was made for a halt to violence and for commitment to the peace and reconciliation process with a view to rebuilding Somalia.

VII. CONCLUDING OBSERVATIONS

60. Since the last report of the Secretary-General on assistance for humanitarian relief and the economic and social rehabilitation of Somalia (A/49/456), the country, while the current situation remains fragile, has slowly moved towards recovery and reconstruction. However, insecurity in many areas of the country continues to affect negatively the pace of recovery and has prolonged the need for humanitarian assistance, particularly for vulnerable and disadvantaged groups. Faced with continued inter-clan conflict and the absence of central authority, Somalia continues to suffer from a chronic crisis of governance characterized by banditry, political instability, violence and the threat of a renewed full-scale civil war. While the overall humanitarian situation in Somalia has improved over the past year, these gains remain precarious in the absence of peace and effective civil institutions.

61. Until March 1995, UNOSOM continued to provide an umbrella structure for the humanitarian operations of United Nations agencies and non-governmental organizations, as well as substantial logistical support for the resettlement of

internally displaced persons and military escorts for humanitarian convoys. In late 1994, United Nations agencies and organizations reaffirmed their commitment to continue operations in the country beyond the termination of the mandate of UNOSOM, in cooperation with the Somali people and subject to favourable security conditions. Following the departure of UNOSOM in early 1995, 8 organizations of the United Nations system have maintained and in some cases expanded their humanitarian and rehabilitation activities in 15 of the country's 18 regions. Some 40 international non-governmental organizations maintain a presence in the country, playing a critical role in the relief and rehabilitation process.

62. In a context of political unrest, United Nations agencies in the post-UNOSOM period have developed appropriate strategies to maintain effective operations and ensure that their relief and rehabilitation activities have the most positive impact on the intended beneficiaries. United Nations agencies and organizations have focused on community-based efforts, adopting a low-profile regional approach and maintaining operational centres in those areas where security of personnel can be guaranteed. United Nations agencies are taking a flexible approach in their relationships with the variety of local authorities and the growing number of regional administrations that are being established in various areas of Somalia. The current situation in the country has underscored the importance of effective coordination of activities and policies among United Nations agencies and their partners, and appropriate measures have been taken to increase and enhance inter-agency cooperation in Somalia. One form of such cooperation is the direct link that the United Nations agencies have established and maintained with the international donor community at the field level through the SACB.

63. The situation in Somalia poses a question for the international community: how can agencies obtain funding for humanitarian assistance in a situation where the emergency has receded but the country is far from out of danger? In the absence of national institutions capable of coping even with minor emergencies, Somalia will continue to remain vulnerable to future disasters. How then can the transition from relief to reconstruction occur when the balance can be so easily tipped, and the gains made over the past three years through the combined efforts of international relief agencies and committed Somali partners so easily undone?

64. What is sorely required in today's Somalia is a commitment from donors to proactively support the presence and targeted programmes of United Nations agencies and organizations so as to prevent Somalia from slipping back into another period of acute crisis. I take this opportunity to ask donors to support generously current efforts to assist the Somali people. Such efforts can help Somalis sustain a process of rehabilitation and reconstruction, thus enabling them to move away from the destructive process which has threatened to consume their country.

Notes

1/ S/1994/1393.